

## Message Text

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ACTION IO-10

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AMCONGEN MONTREAL FOR ICAO

E.O. 11652: N/A

TAGS: EAID, NI

SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REFS: A) STATE 064907

B) STATE A6657, AUG. 11, 1974

C) LAGOS 2272, APRIL2, 1974

FOLLOWING EVALUATION OF UN ASSISTANCE PROGRAM IN NIGERIA IS  
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SUBMITTED IN ACCORDANCE WITH CERP REQUIREMENTS AND GEARED

SPECIFICALLY TO POINTS OF INTEREST RAISED IN REF. A.

A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM

1. THE PRESENT UNDP RESIDENT REPRESENTATIVE, ROBIN MILLER, HAS BEEN IN NIGERIA FOR ALMOST ONE YEAR. PRIOR TO HIS ARRIVAL THE RES REP POSITION HAD BEEN FILLED ON AN AD INTERIM BASIS FOR NEARLY ONE AND ONE HALF YEARS. AS A RESULT THE CONTROL FROM THE TOP OF THE UNDP WAS NOT AS STRONG AS DESIRABLE, RELATIONS WITH THE FMG WERE NOT ALL THEY COULD HAVE BEEN AND UNDP MORALE HAD SLIPPED. MILLER HAS SPENT A GOOD DEAL OF TIME RECTIFYING THESE PROBLEMS AND REPORTS THAT THEY ARE NOW BEHIND HIM.

2. VIRTUALLY ALL UN TECHNICAL ASSISTANCE IS FINANCED BY THE UNDP. US SPECIALIZED AGENCIES BESIDES UNDP OFFERING TECHNICAL ASSISTANCE IN NIGERIA INCLUDE FAO, WHO, ILO, UNOTC, UNESCO, AND IBRD. WITH EXCEPTION OF WHO AND IBRD VIRTUALLY ALL UN TECHNICAL ASSISTANCE IS FINANCED THROUGH UNDP. WITH REGARD TO THOSE PROJECTS UNDP FINANCES RES REP IS CLEARLY IN CONTROL OF PROJECT SELECTION, APPROVAL

, IMPLEMENTATION AND REVIEW. HE OBVIOUSLY HAS LESS INPUT TO THOSE TECHNICAL PROJECTS FINANCED BY IBRD (SEE PARA 3) AND WHO AND TO MATERIAL ASSISTANCE PROGRAMS OF WFP, WHO AND UNICEF. HOWEVER RES REP REPORTS THAT HE HAS BEEN GIVEN MORE CLEARLY RECOGNIZED AUTHORITY WITHIN UN SYSTEM AND THAT THIS HAS RESULTED IN GREATER WILLINGNESS ON PART OF SPECIALIZED AGENCIES TO SEEK HIS ADVICE EVEN ON PROJECTS OVER WHICH HE HAS NO NOMINAL CONTROL. AS AN EXAMPLE, WHEN UNICEF HAS SCHOOL BOOKS, FURNITURE, ETC. TO DISTRIBUTE, IT ATTEMPTS WHEREVER POSSIBLE TO DO THIS AT THOSE SCHOOLS IN WHICH THERE IS A UNDP SCHOOL CURRICULUM DEVELOPMENT PROJECT. RES REP'S ROLE AS TEAM LEADER OF UN SYSTEM TECHNICAL ASSISTANCE IS ENHANCED BY FACT THAT HE IS REP FOR UNOTC, ICAO, IAEA, WHO, AND ITU, WHICH ARE WITHOUT REPS IN NIGERIA OF THEIR OWN. FAO AND UNIDO HAVE COUNTRY REPS OF THEIR OWN, BUT BOTH ARE FULLY INTEGRATED INTO UNDP OFFICE AND ACT AS RES REP'S ADVISER ON AGRICULTURE AND INDUSTRIAL QUESTIONS RESPECTIVELY. RECENTLY COMPLETED COUNTRY REVIEW PROGRAM, CHAIRED BY RES REP AND IN WHICH ALL AGENCY HEADS EXCEPT IBRD PARTICIPATED ALSO STRENGTHENED HIS ROLE AS COORDINATOR.

3. COORDINATION BETWEEN UNDP AND IBRD OCCURS IN THREE DIFFERENT LIMITED OFFICIAL USE

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WAYS. IN FIRST INSTANCE, IBRD AT TIMES ACTS AS EXECUTING AGENCY FOR A UNDP PROJECT. FOR EXAMPLE, THE AGRICULTURAL DEVELOPMENT BANK WAS FINANCED BY THE UNDP BUT THE ACTUAL ASSISTANCE GIVEN IN ESTABLISHING THE BANK WAS RENDERED BY THE IBRD. SECOND AREA OF COORDINATION OCCURS WHEN WORK OF THE TWO ORGANIZATIONS IS COMPLEMENTARY. UNDP SEEKS TO SUPPORT WORLD BANK CAPITAL PROJECTS WITH ITS TECHNICAL EXPERTISE WHEREVER POSSIBLE. FINALLY, IN PROJECTS WHERE ONE PARTY HAS NO ROLE,

THE OTHER STILL ROUTINELY SOLICITS ITS VIEWS. ALTHOUGH RES REP CURRENTLY MOST PLEASED WITH UNDP RELATIONS WITH IBRD, HE CAUTIONED THAT GROWING SIZE OF WORLD BANK MAY MAKE FOR LESS HARMONIOUS RELATIONS IN FUTURE.

4. RES REP TERMS HIS RELATIONS WITH FMG SATISFACTORY. HE HAS READY ACCESS TO PERMANENT SECRETARY (TOP CIVIL SERVANT) OF MINISTRY OF ECONOMIC DEVELOPMENT AND MEETS MORE INFREQUENTLY WITH PERM SECS OF OTHER MINISTRIES. HOWEVER, PERM SECS DO NOT DEAL WITH SPECIFICS OF TECHNICAL PLANNING AND SO MILLER NORMALLY DEALS WITH WORKING LEVEL WITHIN FEDERAL MINISTRIES. IN ADDITION, UNDP ASSISTANCE IS SIMPLY NOT AS IMPORTANT TO OIL-RICH NIGERIA AS TO POORER LDC'S AND THIS IMPINGES ON AMOUNT OF CONTACT HE MIGHT HAVE WITH TOP GOVERNMENT OFFICIALS.

B. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE

5. AS EMBASSY HAS POINTED OUT IN YEARS PAST FMG DOES NOT ENCOURAGE COORDINATION AMONG EXTERNAL AID DONORS. INFORMAL EXCHANGES OF INFORMATION AND COORDINATION OF ASSISTANCE ACTIVITIES DO TAKE PLACE BETWEEN INDIVIDUAL DONORS BUT THERE IS NO FURUM IN WHICH ALL EXTERNAL AID DONORS PARTICIPATE JOINTLY. UNDP FEELS MOST EFFECTIVE COORDINATION TAKES PLACE AT PROJECT LEVEL, WHILE COORDINATION FROM A PROGRAM STANDPOINT STILL LEAVES MUCH TO BE DESIRED. IN THE PROCESS OF INFORMAL CANVASSING OF DONORS FOR INFORMATION TO BE INCLUDED IN ITS "ANNUAL REPORT ON DEVELOPMENT ASSISTANCE" UNDP BECOMES MAJOR DEPOSITORY OF DATA ON VARIOUS PROJECTS. WITH THIS DATA IT THEN IS ABLE TO ACT AS (INFORMAL) COORDINATOR OF ASSISTANCE ACTIVITIES, WITH SPECIAL EMPHASIS ON PREVENTING PROJECT DUPLICATION.

6. IN THIS CONNECTION RES REP IS HIGHLY ENCOURAGED BY FACT THAT FMG ADOPTED IN CONNECTION WITH FURMULATION OF ITS NEW FIVE YEAR DEVELOPMENT PROGRAM WHAT HE TERMED "INTEGRATED PROJECT SYSTEM." LIMITED OFFICIAL USE

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FOLLOWING COMPLETION OF PLAN FMG CENTRAL PLANNERS AND UNDP STAFFERS IDENTIFIED FROM TOTAL LIST OF PROJECTS THOSE WHICH COULD BEST BE HANDLED BY EXTERNAL AID DONORS AND SOLICITED THIER ASSISTANCE FOR THOS SPECIFIC PROJECTS.

C. ROLE OF RES REP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES

7. SEE COMMENTS PARE 2 REGARDING REPRESENTATION OTHER UN BODIES WITH REGARD SUCH "AD HOC" ACTIVITIES AS DISASTER RELIEF, REFUGEES, ETC. NIGERIAN RES REP IS THEORETICAL COORDINATOR OF WHATEVER ACTION UN CHOOSES TO TAKE IN RESPONSE TO A GIVEN EMERGENCY. FOR EXAMPLE HE IS AGENT OF UN HICOM FOR REFUGEES AND AS SUCH COORDINATED UNDP'S MODEST EFFORTS TO ASSIST SMALL NUMBER OF NIGERIAN REFUGEES GENERATED BY SAHEL DROUGHT. MORE IMPRESSIVE WAS UNDP'S HANDLING OF MANY MILLIONS OF DOLLARS WORTH OF RELIEF AID DESTINED FOR NIGER AND CHAD. UNDP IN NIGERIA,

AND ULTIMATELY RES REP, THROUGH EXECUTING AGENCY FAO WAS IN CHARGE OF TRANS-SHIPMENT OF ALL EXCEPT US RELIEF SUPPLIES MOVED ACROSS NIGERIA TO THESE TWO COUNTRIES. THAT THIS ENORMOUSLY COMPLEX UNDERTAKING WENT AS SMOOTHLY AS IT DID IS A FEATHER IN UNDP CAP. RES REP IS QUITE SATISFIED WITH HIS ROLE VIS-A-VIS OTHER UN ACTIVITIES AND FEELS NO NEED FOR ANY CHANGE.

D. COUNTRY PROGRAM REVIEWS

8. THE FIRST UNDP COUNTRY PROGRAM FOR NIGERIA WAS RECENTLY COMPLETED BY THE LOCAL STAFF AND IS EXPECTED TO BE GIVEN UNDP GOVERNING COUNCIL APPROVAL IN JUNE. PRODUCING THE PROGRAM TOOK OVER SIX MONTHS DURING WHICH TIME UNDP AND FMG JOINTLY ASKED ALL FEDERAL MINISTRIES, STATUTORY CORPORATIONS, STATE MINISTRIES AND UNIVERSITIES TO IDENTIFY TECHNICAL ASSISTANCE PROJECTS THEY WISHED UNDP TO PROVIDE. THE RESULT WAS A COMPREHENSIVE INDICATIVE PROGRAM FOR THE FIVE YEAR PERIOD 1975-80 PLANNED TO COINCIDE WITH THE FMG'S FIVE YEAR PLAN AND WHICH IS PRELIMINARILY EXPECTED TO COST \$45.5 MILLION. (THIS IS UP FROM \$30 MILLION FOR CURRENT FIVE YEAR PROGRAM BECAUSE TARGET BUDGETS WERE SET

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YEARS IN ADVANCE AND IT WAS DETERMINED AT THAT TIME THAT EACH COUNTRY WOULD RECEIVE AT LEAST AS MUCH, AND PREFERABLY SOMEWHAT MORE FOR NEXT FIVE YEARS THAN WHAT IT WAS RECEIVING FOR CURRENT FIVE YEARS. UNDP AWARE IT MAY BE SUBJECT TO CRITICISM FROM POORER LDC'S IF IT STICKS WITH THE HIGH FIGURE TO OIL RICH NIGERIA). THE FIRST COUNTRY REVIEW WILL TAKE PLACE NEXT YEAR.

E. APPRAISAL OF PROPOSED PROJECTS

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9. IN ACCORDANCE WITH CURRENT UNDP HEADQUARTERS INSTRUCTIONS, THE RES REP HAS SUPPLIED THE AID MISSION WITH COPIES OF THE PROJECT SUMMARY FOR COMMENT. THESE HAVE BEEN REVIEWED AND COMMENTED UPON WHERE APPROPRIATE. MOST OF THE NEW AND PROPOSED PROJECTS ARE IN SUB-SECTORS AND AREAS IN WHICH WE ARE NO LONGER ACTIVE. WE DO NOT HAVE ENOUGH CONTACT WITH ACTIVITIES IN THESE AREAS TO APPRAISE FAIRLY THE NEEDS FOR THE PROJECTS, BUT THEY DO APPEAR TO BE USEFUL TYPES OF ACTIVITIES, I.E., FISHERIES, OIL PALM CULTIVATION, DAIRYING, RANGE MANAGEMENT AND TSETSE FLY ERADICATION. THE PROJECT ON SEED PRODUCTION AND DISTRIBUTION IS CLOSELY RELATED TO USAID'S PROJECT FOR ASSISTANCE TO THE NATIONAL ACCELERATED FOOD PRODUCTION PROJECT AND IS COMPLEMENTARY TO OUR ASSISTANCE IN THIS AREA.

F. PROJECT IMPLEMENTATION

10. LIMITATIONS OF STAFF HAVE ALSO MADE IT IMPRACTICAL FOR THE MISSION TO CONDUCT WIDESPREAD INSPECTION OF INDIVIDUAL PROJECTS. WE ARE FORCED TO RELY INSTEAD ON CONVERSATIONS WITH UNDP STAFFERS AT VARIOUS LEVELS, INCLUDING THOSE WHICH TAKE PLACE DURING LIAISON IN CONNECTION WITH PROPOSED PROJECT SUMMARIES, ON WHATEVER PRINTED MATERIALS ARE AVAILABLE, AND ON ONLY OCCASIONAL VISITS TO PROJECT SITES BY EMBASSY/USAID/CONSULATE OFFICERS. AMONG PROJECTS WHICH HAVE COME TO OUR ATTENTION THE CONSULATE IN KADUNA IS ESPECIALLY IMPRESSED WITH THE WAY THE FOUR MAN UNDP-FUNDED IBRD TEAM WORKING WITH AGRICULTURAL DEVELOPMENT BANK HAS SUCCEEDED IN TRAINING NIGERIAN COUNTERPARTS FOR TOP MANAGEMENT POSITIONS IN A SHORT PERIOD OF TIME AND AT THE SAME TIME HAS ESTABLISHED A SOLID BUSINESS-LIKE BANKING OPERATION

WHICH IS APPLYING AVAILABLE FUNDS TO PRODUCTIVE AGRICULTURAL PROJECTS. MORE ATTENTION COULD BE PAID TO SMALL FARMERS, HOWEVER. ANOTHER SUCCESS IS THE UNDP FUNDED FAO PROJECT IN TROPICAL GRAIN STORAGE BEING CARRIED OUT AT THE INTERNATIONAL INSTITUTE FOR TROPICAL AGRICULTURE IN IBADAN. TH RESEARCH WORK DONE TO DATE HAS BEEN QUITE USEFUL AS IT ADDRESSES PROBLEMS OF THE SUBSISTENCE FARMER IN WEEVIL AND MOLD DAMAGE AND STUDIES VARIOUS TECHNIQUES FOR IMPROVEMENT BASED ON MINIMUM COST AND TECHNICAL INPUTS. THE RESEARCH WORK HAS GENERATED MUCH INTEREST AMONG NIGERIAN FARMERS. ON THE NEGATIVE SIDE, DESPITE STATEMENTS TO THE CONTRARY LAST YEAR BY ACTING RES REP KAR, THE PLANT QUARANTINE CENTER PROJECT IN WESTERN STATE INITIATED BY THE FAO IN 1970 HAS ACCOMPLISHED VERY LITTLE. THE TRAINING LIMITED OFFICIAL USE

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PROGRAM ASSOCIATED WITH THE PROJECT HAS HAD SOME SUCCESS BUT THE BUILDING PROGRAM HAS BEEN A DISASTER. ONLY THE LABORATORY AND THREE (OUT OF PROPOSED 100) GLASSHOUSES HAVE BEEN COMPLETED, AFTER NEARLY FIVE YEARS OF OPERATION. DURING A RECENT EMPLOYEE STRIKE THE SUGARCANE CUTTINGS BEING USED IN THE PROJECT DIED FOR LACK OF WATER AND THE 18 MONTH QUARANTINE PROCESS HAD TO BE BEGUN AGAIN FROM SCRATCH.

11. DELAYS IN COUNTERPART CONTRIBUTIONS ARE NOT AT THIS TIME A MAJOR PROBLEM IN NIGERIA, BUT AS WE HAVE REPORTED REPEATEDLY IN RECENT YEARS, THE INABILITY TO OBTAIN SUFFICIENT AND SUFFICIENTLY QUALIFIED NIGERIAN COUNTERPARTS CONTINUES TO HAMPER THE EFFECTIVENESS OF UNDP PROJECTS. THE UNDP PROGRAM OFFICER IN KADUNA STATES THAT LACK OF QUALITY COUNTERPARTS IS A SERIOUS CONSTRAINT TO THE EFFECTIVENESS OF THE PLANNING ECONOMISTS SUPPLIED TO THE PLANNING DIVISION OF EACH STATE AND INDEED TO PROJECTS THROUGHOUT THE NORTH. IN HIS WORDS "THE PROBLEM GETS WORSE THE FURTHER NORTH YOU GO." THE PROBLEM IS LESS SEVERE IN THE SOUTH BUT STILL PRESENT. AN FAO HOME ECONOMIST PLANNING FOR RURAL DEVELOPMENT PROJECT IN WESTERN STATE HAS PROVIDED USEFUL RECOMMENDATIONS ON NIGERIAN HOME EXTENSION SERVICES AND HAS HELD SEMINARS ON THE SAME SUBJECT THAT HAVE BEEN WELL RECEIVED. HOWEVER, AFTER NEARLY TWO YEARS OF OSTENSIBLE SEARCHING, THE DEPT. OF AGRICULTURE HAS BEEN UNABLE TO LOCATE NIGERIAN COUNTERPARTS. THE PROBLEM IN THIS COUNTRY IS NOT ONE OF AN ABSOLUTE LACK OF QUALIFIED PERSONNEL BUT RATHER OF SEVERE COMPETITION FOR A RELATIVELY SCARCE RESOURCE. GOVERNMENT ATTENTION TO DEVELOPMENT NEEDS, AS EXEMPLIFIED BY THE MASSIVE NEW DEVELOPMENT PLAN UNDOUBTEDLY WILL MEAN PROGRESS OVER THE LONG TERM. BUT IN THE SHORT RUN, COMPETITION FOR QUALIFIED PERSONNEL MAY BE EVEN KEENER THAN IN THE PAST. THERE IS CRITICISM FROM WITHIN THE UNDP OF AGRICULTURAL PROGRAMS, WHERE IT IS SAID TOO MUCH TIME MAY BE SPENT ON RESEARCH PROGRAMS WITH FEW TANGIBLE SHORT TERM BENEFITS WHILE INSUFFICIENT ATTENTION IS PAID TO THE PROBLEM OF HOW THE

SMALL FARMER CAN INCREASE FOOD PRODUCTION. EXPERTS FROM WITHIN OUR AID MISSION FEEL THIS CRITICISM IS OVERLY HARSH. EDUCATIONAL PROJECTS CONCERNED WITH TEACHER TRAINING, CURRICULUM DEVELOPMENT AND TECHNICAL TRAINING HAVE HAD GOOD SUCCESS AND ARE GENERALLY APPLICABLE TO CURRENT PROBLEMS. LACK OF STAFF HOUSING IS BECOMING A PROBLEM AND THE AVAILABILITY OF HOUSING HAS NOW COME LIMITED OFFICIAL USE

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TO BE A KEY ELEMENT IN THE TIME OF EACH NEW PROJECT.

G. PROJECT EVALUATION

12. THE TRIPARTITE REVIEW SYSTEM IS NOW FUNCTIONING. EVALUATION OF PROJECTS IS DONE ON AN ANNUAL BUT STAGGERED BASIS SO THAT SOME PROJECT EVALUATION IS TAKING PLACE AT NEARLY ALL TIMES. THE EMPHASIS IS NOT ON REPORTING PROGRESS BUT ON IDENTIFYING PROBLEMS AND ATTEMPTING TO RECTIFY THEM AND ON ADOPTING FOR WIDER DISSEMINATION METHODS AND CONCEPTS THAT HAVE PROVEN WORKABLE. THE TRIPARTITE REVIEW HAS FROM THE OUTSET INCLUDED REPRESENTATIVES OF THE MINISTRY OR AGENCY DIRECTLY CONCERNED WITH THE PROJECT IN QUESTION. NOW AS A MATTER OF COURSE, HOWEVER, EXPERTS FROM THE MINISTRY OF ECONOMIC DEVELOPMENT'S CENTRAL PLANNING OFFICE ARE BEGINNING TO TAKE PART IN ALL EVALUATIONS AND THIS IS ONE MORE HOPEFUL SIGN OF THEIR EMERGING RECOGNITION OF THE NEED FOR COORDINATION AND CENTRALIZATION. THE ANNUAL REPORT AND THE ANNUAL STATUS REPORT HAVE BEEN DISCONTINUED. THE INFORMATION FORMERLY PROVIDED IN THESE REPORTS WILL BE SUBSUMED WITHIN THE COUNTRY REVIEW.

H. WOMEN IN DEVELOPMENT

13. RES REP HAS ALMOST NOTHING POSITIVE TO REPORT IN THIS CATEGORY. HE HAD EXPECTED THE FIVE YEAR DEVELOPMENT PLAN TO MAKE SOME MENTION OF THIS PROBLEM AREA IN NIGERIA, BUT IT SAID NOTHING WHATSOEVER ABOUT AN ENHANCED ROLE FOR WOMEN IN THE DEVELOPMENT EFFORT. RES REP HAS REMINDED THE UN STAFF OF HIS OBLIGATIONS IN THIS REGARD AND INTENDS TO PRODUCE FMG ON THIS SCORE, BUT BELIEVES, AS WE DO, THAT MEANINGFUL CHANGE CAN ONLY COME FROM WITHIN.

I. FOLLOW-UP WITH UNDP AND EXECUTING AGENCIES

14. NO ACTION REQUIRED.

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